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LAND USE ELEMENT

I. INTRODUCTION

California law requires that a land use element be prepared as part of a city's General Plan, as follows:

Government Code Section 65302(a): A land use element which designates the proposed general distribution and general location and extent of uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall identify areas covered by the plan, which are subject to flooding and shall be reviewed annually with respect to those areas.

The Land Use Element serves as a guide to community leaders for deciding upon future development of the City. The Land Use Element is central to development of the other Elements of the General Plan. The subject matter of each of the General Plan Elements e.g. Housing, Circulation, Open Space, etc. is inextricably linked to the Land Use Element.

The Land Use Element is organized into two sections:

Policy Document

The Policy Document defines the Land Use Plan for future development in the City of Laguna Woods. The Plan includes general locations and approximate land areas for six types of land uses: Low Density Residential, Medium Density Residential, High Density Residential, Commercial, Open Space, and Urban Activities Center (see *Exhibit A, Land Use Map*).

The Policy Document is based on a series of qualitative statements reflecting community values. These statements, or Objectives, are the starting point and guide to formulating the Land Use Plan. The Objectives reflect input from those who live and work in the City of Laguna Woods about the kinds of development that will be accepted as positive change.

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Policies in the General Plan direct future courses of action for achieving Objectives. Policies are sufficiently flexible to allow for alternate courses of action. This is particularly important as circumstances may change during the estimated fifteen-year lifespan of the General Plan.

Implementation Measures are specific actions to be taken toward achieving the Land Use Plan. Implementation Measures establish the work program for meeting Objectives of the General Plan.

Zoning, subdivision, public works, and public service decisions will be the principal means available to the City as Implementation Measures for the Land Use Plan.

Background Report

The Background Report provides information about the City of Laguna Woods at the time the General Plan was prepared. Quantitative data about existing land uses and development reflect research by professional planners responsible for preparing the General Plan.

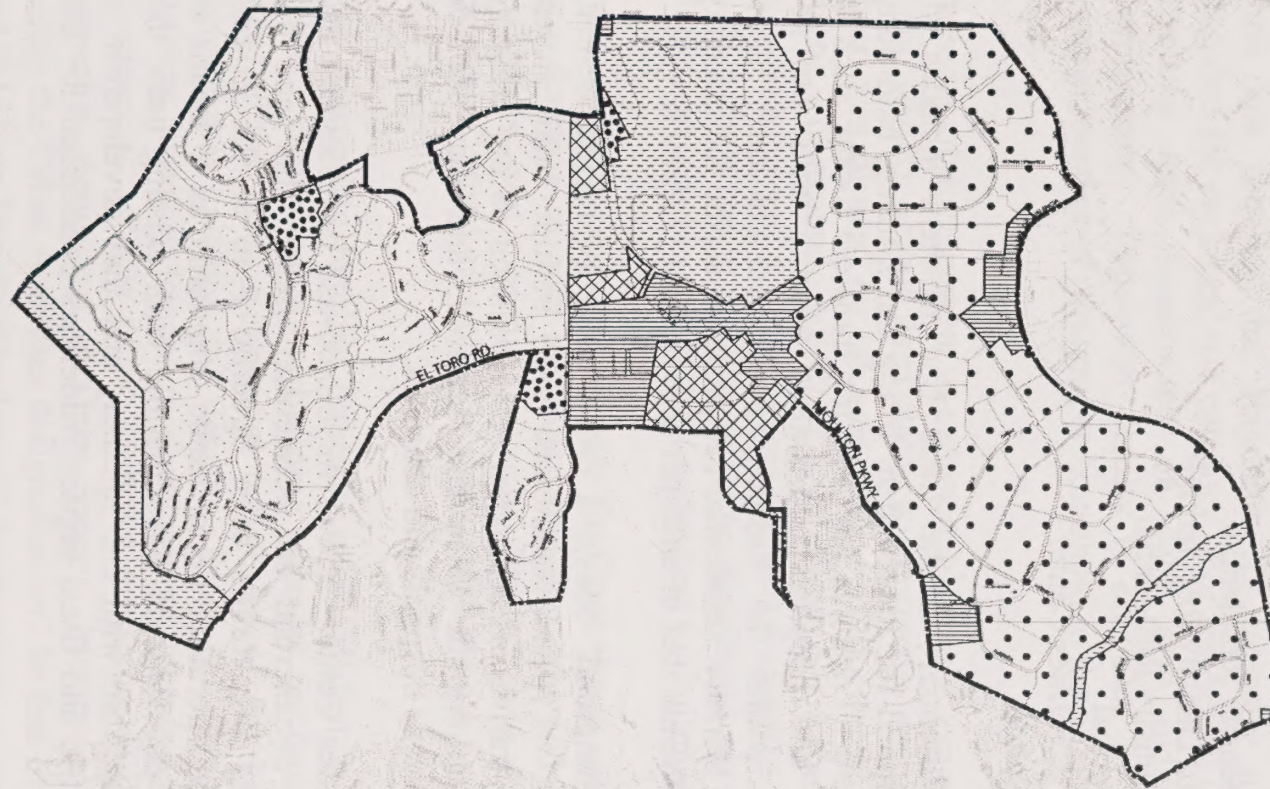
Planners conducted public workshops using results of their research to inform and elicit responses from community members about the future of the City of Laguna Woods and the General Plan. The Background Report is the product of analysis and interpretation of public input by the planners and provides the foundation for the Land Use Element.

The *Community Profile* provides a brief narrative description of demographic and land use characteristics of the City of Laguna Woods. *Existing Conditions* describes locations, acreages, uses, intensity, and types of development in the City of Laguna Woods at the inception of the General Plan.

Issues, Opportunities, and Constraints reflect professional planners' synthesis of factors most likely to influence future development in the City of Laguna Woods. *Flood Zones* identifies, consistent with State requirements for the General Plan, those areas subject to flooding.

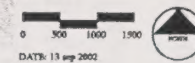
LAND USE ELEMENT

Exhibit A: Land Use Map



LEGEND

-  LOW DENSITY RESIDENTIAL
-  MEDIUM DENSITY RESIDENTIAL
-  HIGH DENSITY RESIDENTIAL
-  COMMERCIAL
-  OPEN SPACE
-  URBAN ACTIVITIES CENTER



II. POLICY DOCUMENT

A. Land Use Designations

The Land Use Element identifies general locations and land areas for each of six land use categories:

1. Low Density Residential
2. Medium Density Residential
3. High Density Residential
4. Commercial
5. Urban Activities Center
6. Open Space

The category “Residential” in the Land Use Element includes all dwelling units equipped for independent living i.e. kitchen, bathroom, and sleeping quarters. Facilities intended for transient living, such as hotels and motels and hospitals and skilled nursing units, are not typically included within the Residential use designation. Low, Medium, and High Density Residential categories describe the intensity of development by the number of units per acre of land (*Table LU - 1*).

The category “Commercial” covers a broad range of non-residential, non-industrial uses. Typical commercial uses include retail stores, restaurants, administrative offices, retail services such as dry cleaners and barbershops, automobile sales and services, and may include institutional uses such as hospitals and churches.

The “Urban Activities Center” allows for mixed-use development that may include both commercial and residential uses. This land use designation requires preparation of a Specific Plan at the Zoning Ordinance level incorporating performance standards as a means to ensuring that new development is compatible with existing uses, that new uses are compatible with one another, and that development is consistent with traffic and fiscal impact guidelines established for this land use category.

The “Open Space” designation in the Land Use Element is generally used for passive and active recreation such as parkland, tennis courts, and golf courses. These uses may be either publicly or privately owned.

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Facilities of governmental and quasi-governmental agencies such as cities, water districts, and electric utilities may be included within this category.

B. Land Use Intensity

State law requires that standards for intensity of development be included for each land use category. For residential uses, the number of dwelling units constructed on each acre indicates intensity of development. Population density is estimated by applying data for average number of persons per household to the number of dwellings per acre.

Intensity of development in commercial areas is expressed as Floor Area Ratio (FAR). Floor Area Ratio is the maximum permissible building floor area divided by lot area ($\text{FAR} = \text{Floor Area of Building} \div \text{Lot Area}$). For example, a FAR of "0.5" allows 5,000 square feet of building area on each ten thousand square feet of lot area ($0.5 = 5,000 \div 10,000$). FAR allows the building area to be distributed on one, two, or more floors and is not in and of itself a standard for building height.

Allowable development intensity for Open Space uses may be set forth as a function of both maximum building area and building height. A clubhouse, for example, may be limited to a maximum building "footprint" (total area of all building roofs) and a fixed height measured in feet.

The appropriate building intensity is established in the General Plan. Table 1 shows maximum building intensity for future development in each of the three Residential categories of the Land Use Element, expressed as dwelling unit density. *Table LU - 2* represents maximum building intensity for future development for properties designated as Commercial. *Table LU - 3* shows maximum building intensity for properties designated as Open Space. Maximum building intensity within the Urban Activities designation will be that of the "Commercial" and "Medium Density Residential" designations, as appropriate.

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Table LU - 1: Maximum Permissible Residential Densities

Land Use Category	Dwelling Density	Assumed Population Density
Low-Density Residential	Fewer than 10 Units per Acre	12 persons per Acre
Medium-Density Residential	10 to fewer than 13 Units per Acre	15 persons per Acre
High-Density Residential	13 to 35 Units per Acre	42 persons per Acre

Table LU - 2: Maximum Permissible Commercial Building Intensity

Land Use Category	Floor Area Ratio
Commercial	0.30

Table LU - 3: Maximum Permissible Open Space Building Intensity

Land Use Category	Building Footprint	Building Height
Open Space	25,000 Sq. Ft.	35 feet

C. Land Use Plan

The Land Use Plan broadly defines the types and locations of future development. Formulation of the Land Use Plan was guided by the Objectives included at the end of this Policy Document.

The Land Use Plan includes an "Urban Activities Center" land use designation for all but one of the parcels indicated for future development. The Urban Activities Center designation allows flexibility in the types and intensities of future uses to the extent that municipal fiscal balance and traffic generation criteria can be met. Uses and intensities will not be definitively determined until a Specific Plan is prepared for the properties designated Urban Activities Center, and development plans consistent with the Specific Plan are submitted.

For purposes of projecting build-out populations and building intensity, one of a range of likely scenarios for future development consistent with a Specific Plan formulated for the Urban Activities Center was assumed. Existing sales tax generation rates for commercial uses and an estimated

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total future trip generation budget of 7,426 were used to impute a possible mix and intensity of land uses. One possible scenario suggests 209 new housing units and approximately 208,000 square feet of commercial building space can be accommodated. Population at build-out consistent with this scenario is projected to increase by approximately 299 to 16,706¹.

Sufficient "Residential" land area for construction of new dwelling units consistent with Housing Element Goals is included in the Land Use Plan. Properties designated for commercial use afford opportunities for new retail space and expanding the range of consumer goods and services available in the community. Increases in the number of businesses that generate sales tax, and consequently, increased revenues to the City are expected with this plan. Properties designated as Urban Activities Center may accommodate goals consistent with both residential and commercial uses.

The Land Use Plan reflects changed land use designations for some parcels as necessary to achieve consistency among the General Plan land use designations, existing uses, and zoning designations.

1. Potential Development Sites

A listing of properties with land use designation changes effected in the Land Use Element to accommodate new development is provided in *Table LU - 4*. Potential development site locations are shown in *Exhibit B, Potential Development Sites*. A narrative description of substantive changes is included below.

Parcel 1

This is a 3.3-acre parcel on Moulton Parkway opposite the terminus of Santa Maria Avenue. This property, used as a garden plot by Leisure World residents, is designated "High Density Residential" on the General Plan Land Use map. Rezoning consistent with this Land Use designation would allow for construction of approximately 115 dwelling units.

¹ Current population data is from U.S. Census 2000 and does not reflect results of a successful appeal of the City of City of Laguna Woods to the Bureau of the Census challenging total population and age cohort data that will establish year 2000 population as 18,208.

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Parcel 2 (Also see II.C.2, *Specific Plan Concept*)

A land use designation of “Urban Activities Center” is indicated for a two-acre site opposite Gate 12 on Moulton Parkway. Consistent with residents’ desires for additional dining opportunities, a 10,000 square-foot, freestanding restaurant and up to 10,000 square feet of retail building area could be accommodated at this location.

Parcel 3 (Also see II.C.2, *Specific Plan Concept*)

This undeveloped parcel is 4.0 acres and is adjacent to the north side of Town Centre and accessible from Moulton Parkway. Designated as “Urban Activities Center”, this site may accommodate up to 52,000 square feet of retail space and/or office space.

Parcel 4 (Also see II.C.2, *Specific Plan Concept*)

The 5.6-acre Leisure World Equestrian Center on El Toro Road at Moulton Parkway is indicated as “Urban Activities Center”. This designation of Parcel 4 assumes relocation of the Equestrian Center by the Golden Rain Foundation. Up to 73,000 square feet of commercial building area is possible.

Parcel 5 (Also see II.C.2, *Specific Plan Concept*)

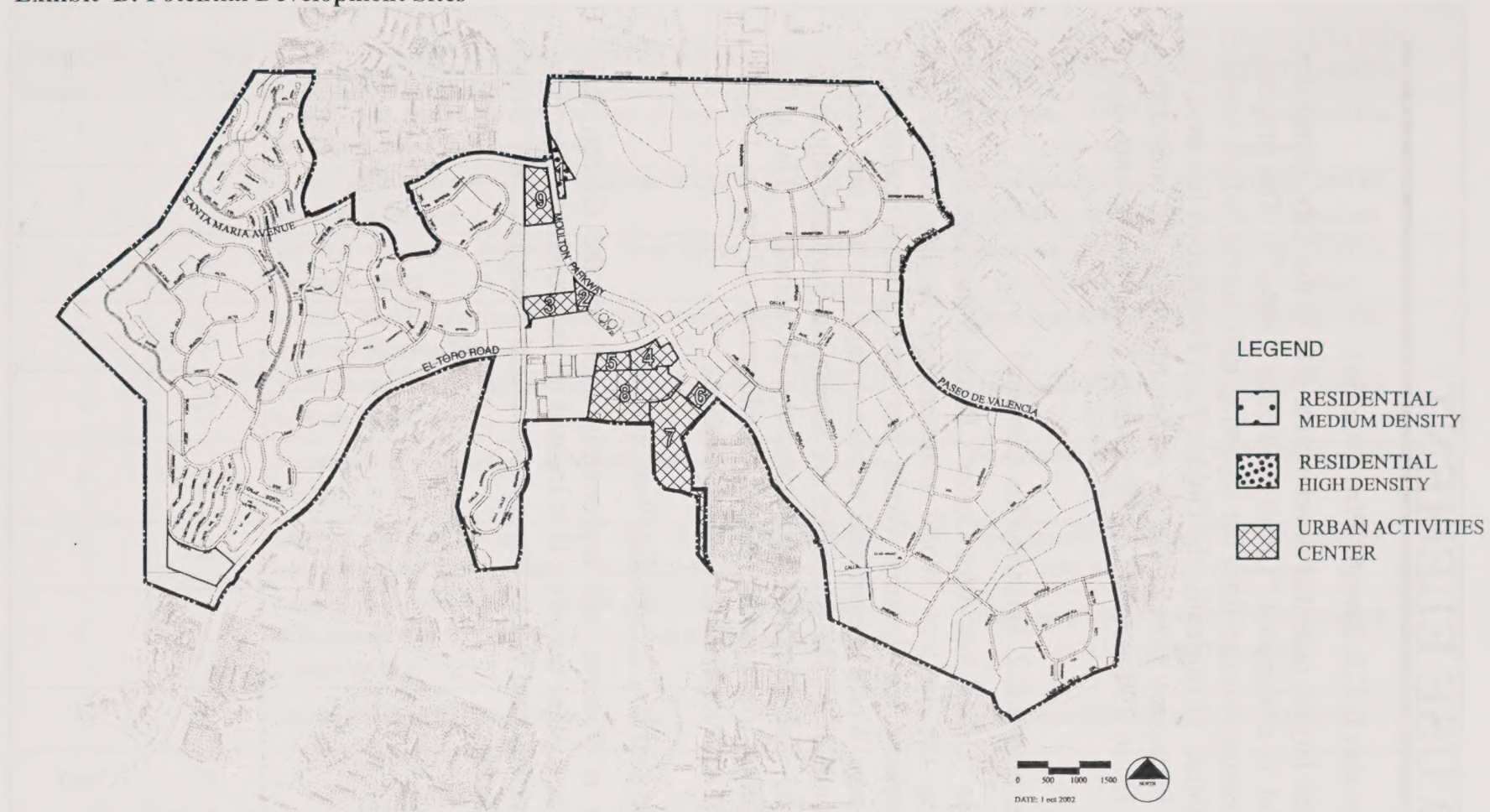
The “Urban Activities Center” designation is applied to a vacant 2.4-acre lot on El Toro Road. This property is situated between the existing commercial center on El Toro Road at Home Depot Drive and Parcel 4. Development potential of up to 31,000 square feet of commercial space is projected.

Parcel 6 (Also see II.C.2, *Specific Plan Concept*)

The Land Use Plan includes the “Urban Activities Center” designation for a two-acre parcel on Moulton Parkway south of Via Campo Verde. Previously indicated for office development, a maximum of 26,000 square feet of office or retail space could be constructed.

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Exhibit B: Potential Development Sites



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Parcel 7 (See also II.C.2, Specific Plan Concept)

Parcel 7 is the largest potential development site in the City, comprises 23 acres, and is designated “Urban Activities Center”. The property includes a drainage course from the adjoining golf course, which is also a riparian habitat. Historically, the Golden Rain Foundation has used the property for temporary storage and for garden mulching and composting operations. Up to 299 attached dwelling units could be accommodated on this site.

Parcel 8 (See also II.C.2, Specific Plan Concept)

Designated as “Urban Activities Center”, Parcel 8 includes five parcels encompassing the Leisure World maintenance facility offices and employee parking lot, Leisure World bus and general maintenance garages, Leisure World recreational vehicle storage lot “B”, and Leisure World Garden Plot 2. The properties are accessible from and adjoin Via Campo Verde and comprise approximately 21 acres. The Urban Activities Center designation allows development of up to 174,000 square feet of additional office and retail space.

Parcel 9 (See also II.C.2, Specific Plan Concept)

Parcel Nine is 9 acres and is currently used by the Golden Rain Foundation as a plant nursery. It is located on the southwest corner of Moulton Parkway and Santa Maria Avenue and designated as “Urban Activities Center”.

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Table LU - 4: Potential Development Sites

PARCEL	ACRES	EXISTING CONDITIONS	Current / PROPOSED DESIGNATION (POTENTIAL INTENSITY/DENSITY)
1	3.3	Located east side of Moulton Parkway @ Santa Maria; currently used as a Leisure World garden plot.	Open Space/HIGH DENSITY RESIDENTIAL (115 dwellings @ 35 per acre)
2	2	Vacant parcel opposite Gate 12 of Leisure World on the west side of Moulton Parkway.	Open Space/URBAN ACTIVITIES CENTER (10,000 sq. ft. retail/10,000 sq. ft. restaurant)
3	4	Located adjacent to and north of Town Centre (Ayers Hotel) currently vacant.	Open Space/URBAN ACTIVITIES CENTER (26,000 sq. ft. retail/26,000 sq. ft. office)
4	5.6	Leisure World Equestrian Center at the intersection of El Toro Road and Moulton Parkway.	Open Space/URBAN ACTIVITIES CENTER (73,000 sq. ft. retail)
5	2.4	Vacant parcel west of Moulton Parkway on El Toro Road (adjacent to Home Depot center).	Open Space/ URBAN ACTIVITIES CENTER (31,000 sq. ft. retail)
6	2	Vacant parcel with frontage on Moulton Parkway south of Campo Verde.	Employment/ URBAN ACTIVITIES CENTER (26,000 sq. ft. office)
7	23	Located south of Campo Verde west of Moulton Parkway; undeveloped and used for Leisure World compost production.	Open Space/URBAN ACTIVITIES CENTER (299 dwellings @ 13 per acre)
8	20.7	Leisure World maintenance garages and offices, Garden Plot 2, R.V. Storage Lot "B", and PCM employee parking lot located at Campo Verde.	Open Space/ URBAN ACTIVITIES CENTER (174,000 square feet retail)
9	9	Golden Rain Foundation plant nursery site.	Open Space/URBAN ACTIVITIES CENTER
<i>Total</i>	<i>72</i>		

2. Specific Plan Concept

The City of Laguna Woods was developed as a “planned community” and the importance of continuing in this tradition of master planning is recognized. Integration of uses, designs, and infrastructure on contiguous properties promotes development of greater aesthetic and economic value, maximizes municipal revenues, enhances the overall balance of land uses in the City, enhances existing development, and minimizes adverse impacts on the environment.

The Specific Plan concept requires that proposed development of Parcels 2 through 9 (Potential Development Sites, above) be addressed in a single, comprehensive manner in order to ensure that the cumulative traffic and fiscal impacts are consistent with the applicable provisions of the General Plan. In furtherance of the objectives of the General Plan, the Specific Plan will establish policies regarding additional development criteria such as infrastructure, building design, or other site-specific concerns that must be addressed for specific parcels or subareas of the Specific Plan at the time of application for Site Development Permit as described below.

The Specific Plan will demonstrate that development of component parcels will be consistent with the General Plan and its objectives. The Specific Plan will establish the extent of development permitted on component parcels; however, approval for any development project consistent with the Specific Plan will require subsequent approval of a Site Development Permit that will address project details including building materials, height, and massing, landscape treatments, on-site parking and on-site circulation. Subsequent to approval of the Specific Plan, each subsequent application for a Site Development Permit must be substantially consistent with the provisions of the Specific Plan.

The Specific Plan shall include the following information:

- ❑ Rights of way to be granted as consideration pursuant to subsequent Site Development Permit approval;
- ❑ The distribution, location, and extent of the uses of land, including open space for all properties designated on the Land Use Plan as “Urban Activities Center”;

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- ❑ Land use designations for parcels that are to remain undeveloped;
- ❑ Proposed vehicular access points;
- ❑ Conceptual on-site vehicular circulation and parking;
- ❑ Trip generation and traffic analysis for the proposed land uses demonstrating consistency with the Level of Service standards for arterial roadways in the City and including identification of mitigation measures necessary to ensure consistency;
- ❑ Fiscal analysis indicating projected sales tax and/or transient occupancy tax revenues, or their equivalents, to be generated by proposed land uses and in sufficient detail to allow definitive determination by the City as to positive, negative, or neutral impact on the City's ability to provide municipal services; City Council, however, shall retain the ability to approve a project regardless of the findings of the fiscal analysis;
- ❑ A Development Phasing plan consistent with the fiscal analysis;
- ❑ Conceptual development standards including measures consistent with the Mitigation Monitoring Program adopted in conjunction with the General Plan;
- ❑ Procedures for submittal and review of subsequent applications for Site Development Permits.

The Specific Plan may be adopted by Resolution of the City Council and may be amended in similar manner.

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3. Land Use Designation Changes for Developed Sites

Table LU - 5 Identifies changes to the Land Use Plan map of the General Plan that merely correct inconsistencies between the Land Use Plan and zoning designations for the respective properties.

Land use designations for all other properties in the City of Laguna Woods are consistent with their uses at the time of adoption of the General Plan. *Table LU - 6* contrasts the distribution of land uses in the Interim General Plan that preceded this document with the distribution in the Land Use Plan included in this document.

4. Land Use Designation for Annexation Parcel

In 2002, the City of Laguna Woods annexed into the City a 10-acre parcel with frontage on El Toro Road opposite the terminus of Aliso Creek Road. This ten-acre parcel is adjoined to the south and southwest and to the west by the Southern California Edison right-of-way. The property is designated as Open Space in the Land Use Plan of this Land Use Element.

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Table LU - 5: Land Use Designation Changes for Developed Sites

Parcel	Interim General Plan	General Plan
Temple and Methodist Church	Community Commercial	Residential Medium Density
Catholic Church	Community Commercial	Residential Medium Density
Renaissance at the Regency	Employment	Residential High Density
Residential @ Gate 1	Commercial	Residential Medium Density
Fountains	Employment	Residential High Density
Leisure World Towers	Urban Residential	Residential High Density
Alterra Wynwood	Suburban Residential	Commercial
Mortuary	Employment	Commercial
Offices on P.D.V. @ Laguna Hills Drive	Employment	Commercial
Commercial on Moulton @ Ridge Route	Employment	Commercial
Water Tanks	Open Space	Commercial
El Toro frontage at water tanks	Community Commercial	Commercial
Self-Storage Facility near Gate 12	Community Commercial	Commercial
Mini-mart/Gas station – El Toro @ Moulton	Community Commercial	Commercial
Fire Station and Bank – El Toro @ P.D.V.	Suburban Residential	Commercial
Edison R/W @ City's southwesterly border	Open Space & Suburban Residential	Open Space
Car wash - El Toro @ Moulton	Community Commercial	Commercial
EZ Lube – El Toro @ Moulton	Community Commercial	Commercial
Bank on P.D.V. @ La Plata	Suburban Residential	Commercial
R.V. Storage Lot "A"	Employment	Open Space
El Toro Water Treatment Plant	Public Facilities	Open Space
Clubhouse 1	Community Commercial	Residential Medium Density
Clubhouse 4	Open Space	Residential Medium Density

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Table LU - 6: Net Changes in Acres by Land Use Designation

Land Use Category	Interim General Plan	Land Use Plan
<i>Low-Density Residential</i>	687	630
<i>Medium-Density Residential</i>	798	786
<i>High-Density Residential</i>	27	30
<i>Commercial</i>	88	130
<i>Open Space</i>	324	289*
<i>Urban Activities Center</i>	<i>Not Applicable</i>	69
<i>Public Rights-of-Way</i>	170	170
Total	2,094	2,104*

*Reflects annexation in 2002 of 10-acre property adjoining El Toro at the terminus of Aliso Creek Road.

D. Objectives, Policies, and Implementation Measures

The future direction for the City is broadly defined by the Objectives included in each Element of the General Plan. Objectives reflect community values about the types and character of development accepted as positive change for the City.

Policies are directives for development decisions. These directives suggest courses of action that will shape the City consistent with the Objectives and the Land Use Plan they define.

Implementation Measures are specific actions that may be taken toward achieving the Land Use Plan following adoption of the General Plan. Many implementation measures relate to adopting and revising the City's zoning and subdivision ordinances, and to the capital improvement and public services programs.

Objective I: Promote land uses that accommodate the diverse needs of City of Laguna Woods residents.

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Policy I.A: Facilitate development of a variety of housing types that appeal to a broad spectrum of prospective new residents.

**Implementation
Measure:**

I.A.1 Accommodate rezoning of properties consistent with Residential designations shown on the General Plan Land Use Map and with Housing Element goals for new dwelling unit construction.

I.A.2 Approve rezoning of Open Space land to non-residential use consistent with the General Plan Land Use Map only after sufficient land is zoned for Residential use consistent with Housing Element goals for new dwelling unit construction.

I.A.3 Adopt a Zoning Ordinance provision requiring that replacement, redevelopment, and/or relocation of any Leisure World Clubhouse facility not result in a net loss of land area reserved and maintained for recreational uses.

Policy I.B: Actively participate with property owners and their representatives to expand the range of retail goods and services.

**Implementation
Measure:**

I.B.1 Prepare a City marketing brochure to supplement broker and property owner offerings to prospective commercial tenants and prospective residents.

I.B.2 Adopt zoning ordinance procedures for site-specific parking studies reflecting demand based on existing or proposed commercial tenant mix.

I.B.3 Accommodate requests of property owners for zone changes consistent with land use designations on the General Plan Land Use Map.

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Objective II: Enhance the value and desirability of properties.

Policy II.A: Develop a strategy for promoting excellence in property maintenance and building design.

Implementation Measure:

- II.A.1 Adopt Zoning Ordinance standards for design review that include architectural guidelines for new and renovated commercial projects.
- II.A.2 Include noise, view, light and glare, and traffic generation considerations in developing buffer zone requirements in the Zoning Ordinance to ensure compatibility of non-residential development with nearby residential uses.
- II.A.3 Continue to implement the scenic highway provisions of the Zoning Ordinance.
- II.A.4 Continue to include maintenance and periodic upgrading of landscaped medians in the City's annual budget.
- II.A.5 Continue the current Code Enforcement program including inspection and compliance provisions associated with the City's Stormwater Program.
- II.A.6 Adopt a Zoning Ordinance provision requiring preparation of a Specific Plan for the "Urban Activities Center" designated on the Land Use Plan prior to approval of development on any of the subject parcels and including performance and development standards consistent with Section II.C.2, *Specific Plan Concept*.
- II.A.7 Incorporate stormwater design considerations or Standard Urban Stormwater Mitigation Plans (SUSMP's) and the implementation of Best Management Practices (BMP's), to the maximum extent practicable, in new development and significant redevelopment projects to improve water quality and ensure compliance with the City Local

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Implementation Plan (LIP).

Policy II.B: Monitor land use decisions and legislation of other units of government that may affect the quality and value of properties in the City of Laguna Woods.

Implementation Measure:

- II.B.1 Actively participate as a City in area-wide and regional forums in opposing a commercial airport at the former Marine Corps Air Station at El Toro.
- II.B.2 Monitor legislative updates provided by the California League of Cities.
- II.B.3 Work with nearby cities and special districts on issues of mutual benefit or interest.

Objective III: Promote innovation in design and development of properties that reflects the unique needs of the City of Laguna Woods market.

Policy III.A: Identify opportunities in new construction and re-use projects for optimizing accessibility for people with special needs.

Implementation Measure:

- III.A.1 Consider adopting zoning and subdivision requirements for connecting sidewalks and multi-purpose trails between new and existing commercial, institutional, and residential destinations.
- III.A.2 Consider adopting zoning ordinance standards for alternative modes of transportation in commercial, institutional, and multiple family residential development.

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Objective IV: Maintain and enhance revenues to the City.

Policy IV.A: Consider the fiscal impacts of land use decisions.

**Implementation
Measure:**

IV.A.1 Require applicants for new uses, to be defined by project size or type, to submit fiscal impact analyses including projected revenues to the City and costs of municipal services.

III. BACKGROUND REPORT

A. Community Profile

The City of Laguna Woods encompasses a land area of approximately 3.3 square miles with a population of 16,507². The bulk of commercial and institutional uses are situated along El Toro Road and Moulton Parkway within four-tenths of a mile of their intersection. Two smaller retail nodes are located at the El Toro Road and Paseo de Valencia intersection and at the Moulton Parkway and Ridge Route Drive intersection.

The City of Laguna Woods is unique in that nearly all existing residential uses are age-restricted for adults aged 55 years and older. Of the 13,252 dwelling units in the City of Laguna Woods, 12,736 are located in the gated community of Leisure World, which represents 80% of the City's total land area. Three other residential communities provide an additional 516 dwelling units in the City of Laguna Woods.

The Renaissance at the Regency adult residential care community includes 192 rental apartments. Another 140 apartments are located at The Fountains adult residential development adjacent to The Renaissance. The Alterra Wynwood at Palm Terrace includes 184 assisted living apartment units. A 99-bed residential care facility at Alterra is not included in the dwelling unit count. The Renaissance and the Fountains are located in planning unit 4-B, and Alterra Wynwood is located in planning unit 7-E. The location of each planning unit is shown on *Exhibit C, Planned Community Land Use Map*.

The Golden Rain Foundation, on behalf of itself, the Golden Rain Trust, and each of three "mutual benefit corporations" (mutuals) representing the homeowners and shareholders of Leisure World, owns and operates all clubhouse facilities, entrance gates, swimming pools, golf courses, riding stables, and various other recreational facilities within Leisure World. These facilities as well as the bus system owned by the Trust are for the exclusive use of Leisure World residents. Cul-de-sacs within each of the mutuals in Leisure World are owned by the respective

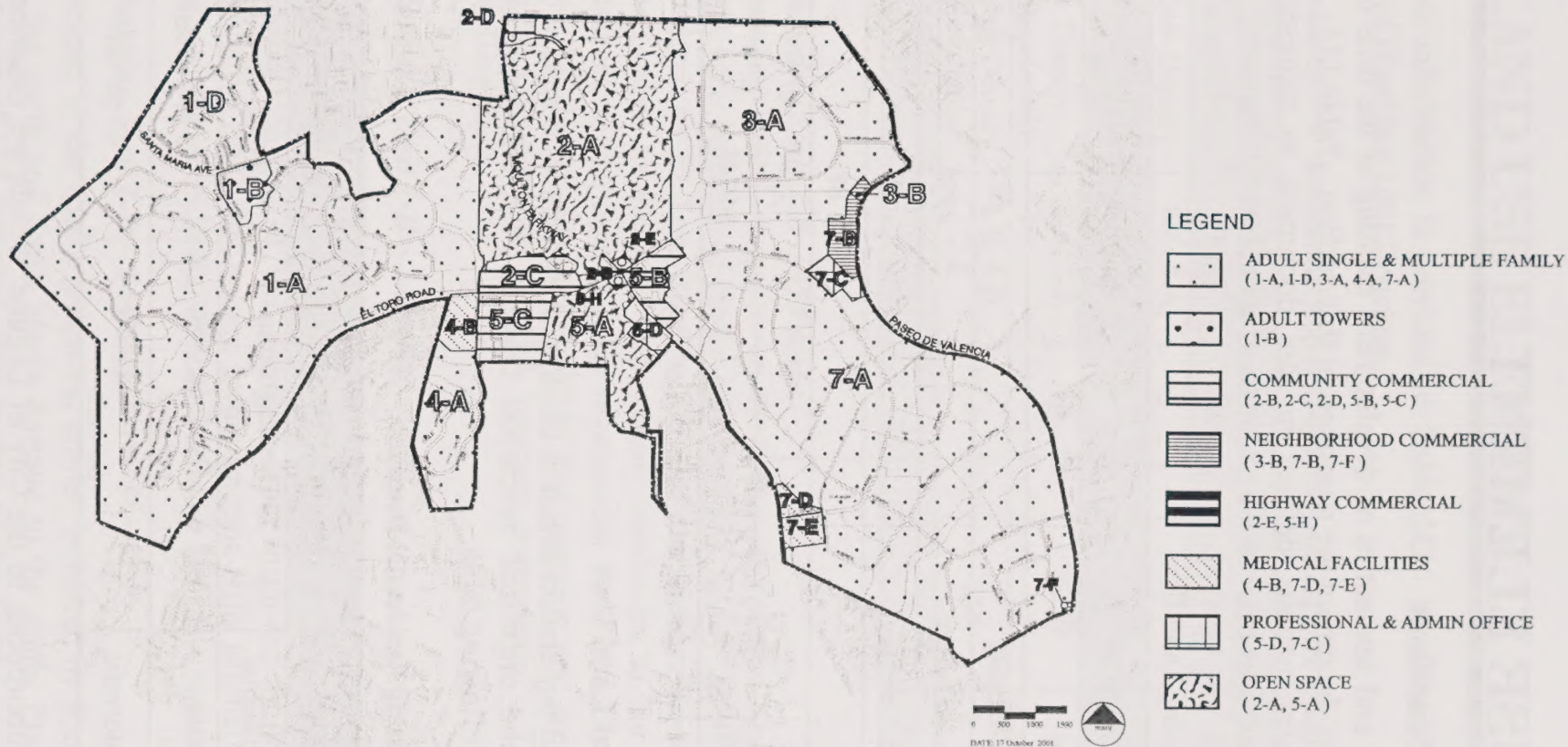
² Data is from U.S. Census 2000 and does not reflect results of a successful appeal of the City of City of Laguna Woods to the Bureau of the Census challenging total population and age cohort data that will establish year 2000 population as 18,208.

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mutual. Streets, sidewalks, and storm drains within Leisure World are owned and maintained by the Trust.

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Exhibit C: Planned Community Land Use Map



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B. Existing Conditions

Locations, sizes, and intensities of development existing at the time of preparation of this document are described in this section. *Table LU - 7* uses land use designations defined in this document to represent distribution of land uses prior to the adoption of this General Plan.

Table LU - 7: Existing Land Use

Land Use	Number of Acres
Residential	
Low-Density	687
Medium-Density	798
High-Density	27
Commercial	88
Open Space	324
Total	1,924*

*Exclusive of streets and rights-of-way

1. Residential Land Uses

Dwelling unit and population densities existing at the time of adoption of this document and organized by current General Plan categories are indicated in the following table.

Table LU - 8: Existing Residential Densities

General Plan	Housing Density	Population Density
Low Density Residential	< 10 Dwelling Units per acre	11.88 per acre
Medium Density Residential	10 < 13 Dwelling Units per acre	13.19 per acre
High Density Residential	13 – 35 Dwelling Units per acre	42 per acre

Residential neighborhoods in the City of Laguna Woods are described below and identified by Planning Unit number consistent with *Exhibit C, Planned Community Land Use Map*. The Planning Units originated in the Rossmoor Leisure World Planned Community District Regulations of the County of Orange prior to the City's incorporation. A summary of

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this information is provided in *Table LU - 9: Residential Population and Dwelling Unit Densities*.

Table LU - 9: Residential Population and Dwelling Unit Densities

Interim General Plan	Planning Unit	Housing Density	Population per acre	Dwelling Units	Acres
Low Density Residential	1-A, 4-A, 1-D	0 - 9.9	9.5	4,115	687
Medium Density Residential	7-A, 3-A	10 - 13	12.49	8,310	798
High Density Residential	1-B, 4-B, 7-E	13.1 – 33.2	26.0	827	27
Total				13,252	1,512

Planning Unit 1-A – 553 acres

Planning Unit 1-A makes up the better part of the City's western half. This area consists of single and multiple family dwelling units and is bordered by El Toro Road to the south, unincorporated Orange County open space to the west, low density residential to the north, Moulton Parkway to the east, and the commercial Town Centre at its southeast tip. All the dwelling units within this planning unit are included in the Third Laguna Hills Mutual housing corporation. There are 3,384 dwelling units.

Planning Unit 1-B – 11 acres

Located south of Santa Maria Avenue at Avenida Sosiega, this planning unit consists of a high-density development known as the Towers. The Towers consists of two fourteen-story high-rise buildings with 311 residential units that belong to the Laguna Hills Mutual No. 50 housing corporation. Residential units in Planning Unit 1-A surround the Towers.

Planning Unit 1-D – 84 acres

Located in the City's northwest corner, bordered by Ridge Route Drive to the north and Santa Maria Avenue to the south, Planning Unit 1-D consists of 317 detached units as part of the Third Laguna Hills Mutual housing corporation. This planning unit is surrounded by residential uses, except to the west, which is undeveloped open space.

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Planning Unit 3-A – 229 acres

Planning Unit 3-A makes up the City's northeast corner and is bordered by Ridge Route Drive to the north, El Toro Road to the South, Avenida de Carlota to the east and a golf course to the west. This unit includes 1,918 condominiums in Third Laguna Hills Mutual and 842 cooperative units in United Laguna Hills Mutual.

Planning Unit 4-A – 50 acres

This planning unit is located just south of planning unit 4-B and El Toro Rd. at Calle Sonora. There are 414 condominium units that are part of Third Laguna Hills Mutual.

Planning Unit 4-B – 11 acres

This is one of two residential planning units located outside the Leisure World gates. Located at the southwest corner of El Toro Road and Calle Sonora, two adult residential care facilities occupy this planning unit. The Renaissance at the Regency has 192 one and two bedroom units. The Fountains has 140 one and two bedroom units.

Planning Unit 7-A – 569 acres

Occupying the majority of the City's southeast section, Planning Unit 7-A is bordered by El Toro Road to the north, Paseo De Valencia to the east, Laguna Hills Road to the south and Moulton Parkway on the west. This Planning Unit includes 5,481 cooperatives in the United Laguna Hills Mutual housing corporation and 69 condominium units in the Third Laguna Hills Mutual.

Planning Unit 7-E – 5 acres

Also outside the Leisure World gates, this planning unit is occupied by the Alterra Wynwood manor care and Palm Terrace assisted living facilities. With a zoning designation as Medical Facility, this is a residential care facility with 99 beds and 184 living units.

2. Commercial Land Uses

The locations, land areas, and intensity of commercial development existing at the time of preparation of this General Plan are included in this section. Planning Unit designations are those of the *Rossmoor Leisure World Planned Community District Regulations* of the County of Orange that were in effect prior to the City's incorporation. Locations

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of each Planning Unit are shown in *Exhibit C, Planned Community Land Use Map*.

Planning Unit 3-B – 3 acres located at the northwest corner of El Toro Road and Paseo De Valencia. Current land uses include Fire Station No. 22, operated by the Orange County Fire Authority.

Planning Unit 7-B – 7 acres located at the southwest corner of El Toro Road and Paseo De Valencia. The 64,265 square foot Valencia Shopping Center occupies the site.

Planning Unit 7-F – 0.5 acres located at the northwest corner of Laguna Hills Drive and Paseo De Valencia. The existing use is a 6,000 square foot office building.

Planning Unit 2-B – 7.8 acres centrally located in the City at the northwest corner of El Toro Road and Moulton Parkway. Existing uses include a self-storage facility, a pet hospital, and a gas station/convenience store.

Planning Unit 2-C – 14.4 acres is situated north of El Toro Road and east of Calle Sonora. The site is developed as Town Centre, a 253,270 square foot mixed-use commercial center.

Planning Unit 2-D – 4.4 acres located at the southeasterly corner of Moulton Parkway and Ridge Route Drive is developed with a small retail center that includes a self-storage facility.

Planning Unit 5-B – 14 acres occupying the southeasterly corner of El Toro Road and Moulton Parkway. Known as Willow Tree Center, development consists of 170,077 square feet of retail commercial space.

Planning Unit 5-C – 24 acres developed as the Home Depot commercial center. It is located at the southeast corner of El Toro Road and Calle Sonora.

Planning Unit 2-E – 0.5 acres located at the northeasterly corner of Moulton Parkway and El Toro Road and occupied by an auto wash.

Planning Unit 5-H – 0.4 acres at the southwesterly corner of Moulton Parkway and El Toro Road. The site is developed as an automobile oil change facility.

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Table LU - 10: Commercial Development Intensities

General Plan	Zoning	Planning Unit	Building Area in Sq. Ft.	Land Area in Acres	Floor Area Ratio
Commercial	Neighborhood Commercial	3-B, 7-B & 7-F	89,000	10.6	.20
Commercial	Community Commercial	2-B, 2-C, 2-D, 5-B, & 5-C	708,486	65	.25
Commercial	Highway Commercial	2-E & 5-H	3,440*	0.9	.10
Employment	Professional & Administrative Office	5-D & 7-C	27,219*	10	.25
Commercial	Medical Facility	7-D	16,636	1.5	.18
Total			844,781	88	

**Estimated*

Planning Unit 5-D – 3.5 acres located on the west side of Moulton Parkway south of El Toro Road is developed with two warehouse/office buildings.

Planning Unit 7-C – 7 acres located west of Paseo De Valencia, south of El Toro Road. Existing land uses include the former Leisure World administration building and a bank.

Planning Unit 7-D – 1.5 acres located in the southeast part of the City east of Moulton Parkway and is developed with a mortuary.

3. Open Space Land Uses

Approximately 324 acres were designated as Recreation/Open Space at the time of the City's incorporation. Both active and passive recreational uses such as Clubhouse 4, equestrian facilities, garden centers, and the 18-hole golf course were included in this designation.

This section includes a description of each of the facilities previously designated as Recreation/Open Space. The Planning Unit designations are those of the Rossmoor Leisure World Planned Community District

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Regulations of the County of Orange that were in effect prior to the City's incorporation. Planning Units are identified on the map in *Exhibit C, Planned Community Land Use Map*.

Planning Unit 2-A – 270 acres centrally located and north of El Toro Road, this planning unit is occupied by an eighteen-hole golf course, RV storage, one of the Leisure World clubhouses, the El Toro Water District's water recycling plant, and a small water body used by the El Toro Water District for recycled water storage. A 12,000 square-foot City dog park is located on the south one-half of the right-of-way of Ridge Route Drive, east of Moulton Parkway. The dog park is not designated Open Space, however, as future widening of Ridge Route will require removal of the dog park.

Planning Unit 5-A – 54 acres located south of El Toro Road, west of Moulton Parkway. Existing uses include equestrian facilities, recreation vehicle storage lot, garden plot, maintenance building and yard, maintenance office and parking lot, and 23 acres of mostly vacant land with garden mulching operations, and a riparian corridor/ drainage easement.

Table LU - 11: Leisure World Open Space Recreation Facilities

Facility/Resource	Quantity
Clubhouses	6
Pools	5
Fully equipped Fitness center	2
Shuffleboard Courts	12
Bocce Courts	3
Tennis Courts	12
Auditorium/Theater	1
Craft workshops	10
Library	1
Equestrian Facility	1
Golf Courses	2
Garden Centers	2
RV Storage	2

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4. Flood Zones

Consistent with requirements of state law, the *Flood Hazards Map, Exhibit D*, includes four flood hazard areas within the City of Laguna Woods as identified by the Federal Emergency Management Agency (FEMA).

Aliso Creek passes through the southeast portion of the city, through planning unit 7-A between Majorca Ave and Avenida Sevilla. Areas along the creek and shown on the map as Zone A are likely to be inundated by a 100-year flood, but base flood elevations have not been identified. An area along the creek near Avenida Sevilla and Ronda Sevilla falls within Zone X, which represents areas subject to 100-year floods with an average depth of less than one foot. Two residential units are partially located within Zone X.

Additional flood hazard areas include the Leisure World Executive Golf Course, the El Toro Water District recycled water storage basin east of Moulton Parkway at the intersection of Santa Maria Avenue, and a small area at the west boundary line between the Cities of Laguna Beach and Laguna Woods near Bahia Blanca West.

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Exhibit D: Flood Hazards Map



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C. Issues, Opportunities, and Constraints

A series of community workshops and meetings of the General Plan Coordinating Committee produced a broad range of comments about the present and the future of the City of Laguna Woods. This information has been restated within the context of the General Plan as Issues, Opportunities, and Constraints. General Plan alternatives for future development of the City evolved within this framework of Issues, Opportunities, and Constraints.

1. Issues

a. Disposition of Former Marine Corps Air Station – El Toro

No other issue represents a threat to the quality of life in the City of Laguna Woods as does potential development of a commercial airport at the former Marine Corps Air Station – El Toro. Residents express overwhelming opposition to the airport. Accordingly, the City of Laguna Woods will continue to work with the El Toro Reuse Planning Authority to achieve a non-aviation use of the facility.

b. Personal Safety

Residents expressed heightened concerns about personal safety, independence, and mobility. Some spoke of these in general terms while others related them as the need for more security in parking lots and the lack of accommodations for alternative modes of transportation such as golf carts. The role of building and site design in promoting safety, independence, and mobility needs to be recognized.

c. Community Identity

In general, residents expressed satisfaction with the services and facilities at Leisure World, the Renaissance at the Regency, Alterra Wynwood, and The Fountains. Some, however, suggested the need for greater variety in community amenities and housing opportunities as a means of attracting younger retirees to the City. None indicated an interest in changing the active retirement orientation of the community. Others see the City of Laguna Woods as more than four age-restricted facilities and believe an effort should be made to change the stereotyped image of the City.

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d. Community Appearance

The overall appearance of the City of Laguna Woods continues to play an important role in attracting new residents. The lack of graffiti and the abundance of trees is a fundamental attraction of the City of Laguna Woods. The importance of the appearance of the community is expressed as disappointment with the appearance of newly-constructed retail centers on El Toro Road, the need for improved landscaping in El Toro Road and Moulton Parkway medians, and concern that buildings and grounds of commercial centers be properly maintained.

e. Availability of Goods and Services

Shopping, dining, and entertainment opportunities within the City are limited. With the exception of grocery shopping, residents travel to destinations outside the City of Laguna Woods for consumer goods and services. A broader range of goods and services in the City including additional restaurants, a movie theatre, and a nightclub is desired.

f. Future Land Development

Future land use decisions will be influenced by current preferences for more greenbelts, new buildings conforming with the character of existing buildings, and greater attention to building design. Sentiment that the City is already overbuilt and no additional land should be developed may run counter to a perception that additional affordable housing is needed. A desire for small scale, compact development was expressed.

The Regional Housing Needs Assessment adopted by the Southern California Association of Governments indicates a need for construction of an additional 113 dwelling units in the City of Laguna Woods over the next five years.

2. Opportunities

The City of Laguna Woods is nearly built-out. Of the total City of Laguna Woods land area of 2,104 acres, only 72 acres may be available for development. Of these, 70 were previously designated for Open Space use and 2 were designated for Commercial use. The Golden Rain Foundation owns all 72 acres.

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Until 2001, the Golden Rain Foundation properties were subject to military aircraft overflight (avigation) easements. The easements restricted development of the properties and precluded residential uses. Marine Corps Air Station (MCAS) – El Toro closed in 1999 and the Foundation maintained that the easements were no longer in effect. The Golden Rain Foundation ultimately prevailed in legal action against the Department of Defense and the easements were extinguished, allowing consideration of alternative uses for the properties.

Some or all of the 113 new dwellings needed within the City pursuant to the Regional Housing Needs Assessment could be accommodated on some portion of the Golden Rain Foundation properties. Some potential sites may be developed for commercial uses, which could partially satisfy an identified need for additional retail goods and services, as well as provide additional sales tax revenue to the City.

Commercial buildings in the City of Laguna Woods generally appear to be in relatively good repair. A significant number built in the mid to late 1960's, however, may be ready for substantial repair or replacement within the next ten years. With responsibility for land use and building and safety code administration vested in the City, greater attention may be paid to the maintenance of commercial areas. Proactive measures can be implemented before aging structures detract from the appearance of commercial areas.

3. Constraints

Market forces will largely determine which vacant parcels are developed and when they are developed. The grade separation between undeveloped building pads opposite Gate 12 and the adjacent Town Centre property could be a detriment for some potential retail tenants. Limited size, access, and drainage issues on the 2.4-acre parcel on the south side of El Toro Road between Calle Sonora and Moulton Parkway may limit development potential. The 23-acre Golden Rain Foundation property includes riparian habitat whose preservation will limit development to less than the entire site.

D. Data Sources

Information pertaining to existing land uses and designations was obtained from sources including: field investigations, business license

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records, aerial maps, California Department of Finance Demographic Unit, U.S. Census 2000 data and maps, Orange County Assessor and Recorder's offices, records of the County of Orange Planning and Development Services Department, records of Professional Community Management (PCM) Inc., Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps, special studies commissioned by the City of Laguna Woods, files maintained by the City of Laguna Woods, and the City's interim General Plan and Zoning Ordinance.

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